L12

DOCUMENTS
SAN FRANCISCO
PUBLIC LIBRARY

REFERENCE
BOOK

Not to be taken from the Library

OCT 1 1 1997

DOCUMENTS DEPARTMENT

Digitized by the Internet Archive
in 2012 with funding from
California State Library Califa/LSTA Grant

http://archive.org/details/missionneighborh1975sanf

MISSION
NEIGHBORHOOD PLAN

DRAFT

479
m

THE DEPARTMENT OF CITY PLANNING
SAN FRANCISCO
MAY · 1975

SAN FRANCISCO
PUBLIC LIBRARY

REFERENCE
BOOK

Not to be taken from the Library

TABLE OF CONTENTS

SAN FRANCISCO PUBLIC LIBRARY
3 1223 03558 8319

	Page
Introduction	1
Summary of Objectives and Policies	5
Chapter 1 - Housing	12
Chapter 2 - Community Services	19
Chapter 3 - Recreation and Open Space	22
Chapter 4 - Transportation	26
Chapter 5 - Economic Development	31
Chapter 6 - Urban Environment	38
Recommended Programs	42
Appendix - Statistical Profile of the Mission	45

Maps

	Following Page
Housing	18
Community Services	21
Recreation and Open Space	25
Existing Facilities with Opportunities for Multi-Purpose Use	25
Transportation	30
Economic Development	37
Urban Environment	41
Generalized Land Use	41
Location of Mission District within San Francisco	Page After Intro

D REF 711.479 Sa52m

San Francisco (Calif.).
Department of City
Mission neighborhood
plan : draft /
1975.

S.F. PUBLIC LIBRARY

3 1223 03558 8319

INTRODUCTION

This is a report on the Mission -- a community of approximately 50,000 people located in the center of San Francisco. The Mission (bounded by Potrero, Dolores, Army and the Central Skyway)* contains a broad cross-section of people of all ages, ethnic backgrounds and income levels. The physical qualities of the district are equally varied: there is a wide range of housing types, land use patterns and development intensities.

The Mission district is San Francisco's oldest residential area, and the history of the district reflects the history of the city itself. Throughout the years the Mission has remained a stable neighborhood for workers and middle class professional families. These people have been attracted to the district by its sunny weather, central location and residential character.

Since 1950, the Mission has experienced a large influx of immigrants from Latin America. Such residents now comprise nearly half the district's population and contribute significantly to the cultural diversity of the district. This cultural identity is evident in many areas. The Mission Dolores was designated as the city's first historic Landmark. Colorful murals, depicting Mission history, decorate buildings and play spaces. Many small shops and restaurants of Latin character may be found throughout the district.

The Victorian era has also left its mark on the Mission. Hundreds of buildings of varied styles with elaborately carved ornamentation line the neighborhood's streets. The Victorian-era buildings offer visible evidence of the district's importance in the development of San Francisco.

The land use pattern of the Mission was set as early as 1900. Housing, both single-family and multi-unit flats, is present throughout the district; industry and heavy commercial uses are concentrated primarily in the northeastern portion; and stores and services are located along the major transportation routes: Mission, Valencia, 16th, 24th and Army Streets.

* The Mission district discussed in this plan is often referred to as the "Inner Mission" and the area south of Army Street called the "Outer Mission". For purposes of this plan "Mission" is synonymous with "Inner Mission".

The strong Latin character, the historic Victorian buildings, the sunny weather, and varied land use patterns all contribute to the exciting vitality of the Mission. This diversity, however, has also helped create a complex set of problems. Some of these problems are:

- How to insure that the residential, commercial and industrial uses in the district will be able to function in a healthy and productive manner while respecting the needs of adjacent uses.

- How to accommodate the need for new housing in the district while protecting and improving the existing residential stock.

- How to improve the environmental and residential qualities in the Mission without causing a significant rise in housing costs for Mission residents.

- How to stimulate the economy within the Mission without adversely affe the existing residential quality and character.

The Mission also faces basic problems characteristic of most highly urban neighborhoods: too few parks and recreational facilities; too much traffic disrupting the residential environment; and insufficient resources to meet the social service needs of local residents.

In response to these problems and needs, the Mission Housing Development Corporation (MHDC)* researched and developed a comprehensive plan for the district, dated March 1974 and entitled: A Plan for the Inner Mission. The plan deals with a wide range of community activities and concerns, including: housing, community services, recreation, urban environment, transportation, and economic development.

A Plan for the Inner Mission represents over two and one-half years of work and involves the participation of hundreds of community organizations and individuals. The plan proposes ways of strengthening the positive attributes of the Mission. In addition, numerous problems and concerns of the district are specifically identified and solutions are proposed. The plan is an important community resource document. It provides a sense of the magnitude of the problems facing the Mission and offers the beginning of a coordinated approach to solving these problems. It is truly a plan produced by and for the Mission community.

* The Mission Housing Development Corporation is a Model Cities funded local housing development corporation.

The MHDC developed the Plan for the Inner Mission primarily for community use. However, the plan also was published to ensure that the various City agencies and departments were made more aware of the district's problems and needs. To this end, the MHDC and Mission community representatives presented their plan to the City Planning Commission. They requested that the Commission adopt the plan as its policy for the Mission. Such adoption would transform Mission community policy into the City's policy for the district as well.

After reviewing the Mission Plan the City Planning Commission determined, with the concurrence of the MHDC staff and community representatives, that it would be inappropriate for the Commission to endorse the entire Mission Plan for two reasons:

First, the Mission Plan contains a greater level of detail and more specific short-term program recommendations than other plans adopted by the Commission. Because of the longer-term nature of adopted Commission policies, it would be appropriate to endorse only the more comprehensive policies and programs recommended in the Mission Plan.

Secondly, given its broad nature, the Mission Plan contains some recommendations which are not within the scope of City Planning Commission responsibilities. Therefore, only topics relevant to the Commission's responsibilities should be included in a plan for Commission endorsement.

With these two points in mind, the Department staff, in close cooperation with interested community organizations and individuals, undertook a review of the community's plan and subsequently developed this neighborhood plan.

This plan has grown out of the community's plan and is designed to represent the City Planning Commission's policy position relative to the Mission district. It is considered that this neighborhood plan for the Mission reflects the basic intent and direction of the community's Plan for the Inner Mission.

The neighborhood plan contains policies covering:

- Housing
- Community Services
- Recreation

- Transportation
- Economic Development
- Urban Environment

Each topic is discussed in a separate chapter. The chapters contain an overall objective and a series of policies related to the objective. At the end of each chapter is a map on which the policies are made area-specific within the Mission.

Following the policies chapters is a list of program recommendations to carry out certain objectives and policies of the plan. Each program responds to more than one issue, and therefore the programs are not organized by topic.

Finally, a statistical profile of the Mission is included as an appendix. The data are taken from 1970 U.S. Census publications, the most recent sources available. When new data become available, the appendix will be updated.

SUMMARY OF OBJECTIVES AND POLICIES

HOUSING

OVERALL OBJECTIVE: STRENGTHEN THE PRESENT CHARACTER AND DIVERSITY OF THE MISSION'S HOUSING STOCK.

EXISTING HOUSING

POLICY I

Whenever feasible, retain and improve the existing housing stock.

POLICY II

Based upon need, focus housing improvements and assistance on designated areas of the Mission.

POLICY III

Protect pockets of existing housing which are within industrial areas of the Mission but which function as viable residential neighborhoods.

POLICY IV

Preserve and rehabilitate buildings of historical or architectural merit.

NEW HOUSING

POLICY V

Assure that new residential construction is compatible with the local environment and is directed toward meeting the housing needs of Mission residents.

POLICY VI

Assure that new residential construction does not cause a net loss of housing units suitable for families with children or lower income households, or locate on a site needed and suitable for recreational use.

POLICY VII

Encourage the development of new housing (1) on scattered vacant properties; (2) above new commercial development; and (3) on sites where incompatible non-conforming uses are discontinued or terminated.

POLICY VIII

Include a percentage of low- to moderate-income housing in major new residential development.

HOUSING OPPORTUNITIES

POLICY IX

Ensure a wide variety of housing opportunities for the diversity of people wishing to reside in the Mission.

POLICY X

Ensure that households wishing to live in the Mission are not discriminated against because of ethnic backgrounds or type of household.

POLICY XI

Increase the opportunities for Mission residents to become homeowners.

COMMUNITY SERVICES

OVERALL OBJECTIVE: IMPROVE AND EXPAND COMMUNITY SERVICES TO MEET THE URGENT AND DIVERSE NEEDS OF MISSION RESIDENTS PARTICULARLY THOSE OF LOWER-INCOME LEVELS.

POLICY I

House community services in a manner that allows for expansion, retraction, and changes in types of services.

POLICY II

Concentrate community services in central locations in the Mission to improve accessibility for service users and to facilitate communication and coordination between services.

POLICY III

With the exception of existing major institution, locate community services in existing neighborhood commercial areas.

POLICY IV

Improve public information on the availability and location of community services in the Mission.

POLICY V

Encourage citizen involvement in the assessment of local service needs and in the planning of public facilities.

RECREATION AND OPEN SPACE

OVERALL OBJECTIVE: IMPROVE THE QUALITY AND INCREASE THE AVAILABILITY OF PARK AND RECREATION FACILITIES TO MEET THE DIVERSIFIED RECREATIONAL NEEDS OF MISSION RESIDENTS.

POLICY I

Make better use of existing public recreation facilities.

POLICY II

Expand opportunities for recreational use of facilities and programs operated by organizations other than the Recreation and Park Department.

POLICY III

Improve access from the Mission to citywide and regional recreation facilities.

POLICY IV

Give high priority to the acquisition and development of new recreation space.

POLICY V

Increase the involvement of local residents in the planning and designing of recreation facilities.

TRANSPORTATION

OVERALL OBJECTIVE: DEVELOP A COORDINATED AND EASILY UNDERSTANDABLE TRANSPORTATION SYSTEM IN THE MISSION WHICH ACCOMMODATES THE NEEDS OF LOCAL RESIDENTS, SHOPPERS AND BUSINESS PEOPLE, AND WHICH MINIMIZES THE IMPACT OF VEHICULAR TRAFFIC UPON THE ENVIRONMENTAL QUALITY OF THE DISTRICT.

POLICY I

Develop and promote public transit as the major means of travel to and within the Mission.

POLICY II

Provide a safe and pleasant environment for pedestrians.

POLICY III

Provide safe and pleasant bicycle routes and parking areas to promote the use of the bicycle.

POLICY IV

Lessen the need for and desirability of traveling by automobile through and within the Mission.

POLICY V

Wherever possible, divert truck traffic from residential streets onto freeways and certain designated thoroughfares.

POLICY VI

Provide parking facilities only where there is a demonstrated need for travel by automobile and where the facility will not cause a reduction of environmental quality.

ECONOMIC DEVELOPMENT

OVERALL OBJECTIVE: MAINTAIN AND STRENGTHEN THE ECONOMIC BASE OF THE MISSION IN A MANNER WHICH PRESERVES AND PROTECTS THE ENVIRONMENTAL CHARACTERISTICS AND CULTURAL RICHNESS AND DIVERSITY OF THE DISTRICT.

POLICY I

Direct assistance to strengthen and beautify commercial districts, particularly those that serve community needs.

POLICY II

Encourage the retention of existing light industry in the northeastern portion of the Mission, and encourage new labor-intensive light industries in this area which will not disrupt the surrounding residential environment.

POLICY III

Encourage retention in predominantly residential areas of small, pedestrian-oriented grocery stores and personal service businesses that provide needed services for local residents while not adversely affecting the environment.

POLICY IV

Encourage relocation of industrial and commercial uses, presently in residential areas, which have a disruptive effect upon the local environment.

POLICY V

Encourage local ownership of Mission businesses.

POLICY VI

Ensure that new and expanded business activity is compatible with the residential areas of the district and complements the existing scale and character of the surrounding area.

POLICY VII

Ensure that new commercial or mixed commercial/residential development on the BART station corners will reflect and strengthen the existing pattern of development in each of the two areas.

URBAN ENVIRONMENT

OVERALL OBJECTIVE: IMPROVE AND ENHANCE THE ENVIRONMENTAL QUALITY AND PHYSICAL CHARACTER OF THE MISSION IN A MANNER WHICH PROMOTES A POSITIVE RELATIONSHIP BETWEEN THE PEOPLE OF THE DISTRICT AND THEIR ENVIRONMENT.

POLICY I

Improve and increase the overall level of community maintenance.

POLICY II

Underground utility lines on the Mission's streets, with residential and neighborhood commercial streets having first priority.

POLICY III

Protect residential areas from the hazards and discomforts of excessive traffic.

POLICY IV

Promote new development which is compatible with the existing scale and density of the surrounding area.

POLICY V

Promote efforts to achieve high quality of architectural design, particularly in cases of new buildings at prominent locations.

POLICY VI

Discourage the further development of automobile-oriented uses and activities in the Mission.

CHAPTER 1

HOUSING

This section of the Mission Plan deals with housing opportunities in the Mission as well as the problems faced by many residents in meeting their housing needs.

The variety of the Mission's housing stock makes it difficult to characterize. The district's housing includes: one- and two-family homes on quiet residential streets; multi-unit, walk-up flats on more heavily trafficked streets; elevator apartment buildings; single flats above commercial uses; and residential buildings in industrial areas. The overall character of the housing stock of the district has changed very little over the past 50 years. Eighty-nine percent of the buildings were constructed before 1923. A major portion of the buildings in the Mission were built during the Victorian era, giving the neighborhood a unique architectural heritage exhibited by the elaboratively carved and colorful facades of many of the district's structures. The buildings of the Mission are basically sound; however, because of the age of the structures, many have costly electrical or plumbing problems in need of attention.

The greatest housing need in the Mission is for lower cost and larger size dwelling units. Retaining and preserving the district's existing housing appears to be the most feasible way to provide this type of unit.

In addition, there is a need to increase the number of housing units in the Mission. A limited amount of new housing could help alleviate the overcrowding problem of the district (over 13 percent of the units had less than one room per person in 1970). Also, the new units could serve as replacement units for buildings that cannot be rehabilitated, and for buildings in environmentally unsuitable areas.

Although some new housing has been constructed in the Mission, the new units have generally been small studio or one-bedroom units, and too expensive for most Mission residents to afford. In addition, many of the new buildings have not been compatible with the older structures in the area. Development guidelines and programs are needed to direct new construction in the Mission so that it better accommodates the needs of present residents and complements the existing neighborhood character.

It is to these general needs that the objectives and policies of this section are directed. The policies are organized under the headings: Existing Housing, New Housing, and Housing Opportunities.

OVERALL OBJECTIVE: STRENGTHEN THE PRESENT CHARACTER AND DIVERSITY OF THE MISSION'S HOUSING STOCK.

EXISTING HOUSING

POLICY I Whenever feasible, retain and improve the existing housing stock.

The existing housing stock of the Mission is one of the district's most valuable and irreplaceable resources. The rehabilitation and ongoing maintenance of this existing stock is of importance for a number of reasons:

- The existing housing stock is basically sound.
- Rehabilitation of an existing structure is almost always less costly than new replacement construction.
- Because of lower costs, a larger supply of standard low- to moderate-income housing can be provided in existing housing.
- Without improved maintenance and increased rehabilitation activities, the housing stock will deteriorate to the point where it can no longer be saved.
- The existing scale and character of the neighborhood can be preserved by retention of existing housing.

The major priority for use of both public and private resources in the Mission should therefore be the rehabilitation and maintenance of the district's existing housing stock.

Current rehabilitation efforts in the Mission should be expanded and new rehabilitation assistance programs introduced. In particular the City should explore areas for inclusion in its concentrated code enforcement program (RAP), and undertake feasibility studies to determine the most appropriate area for program designation. Local community organizations should participate in rehabilitation program activities.

POLICY II Based upon need, focus housing improvements and assistance on designated areas of the Mission.

Because there are insufficient resources to meet all of the varied housing needs throughout the Mission, priority needs and areas should be designated to ensure that the most immediate problems in the area are dealt with. There should be an ongoing planning process in the district in which additional "high need" or priority areas are designated so that when future resources become available, new programs can begin immediately. In addition, by designating particular high priority areas in the Mission, a coordinated approach can be developed which would encourage the promotion of mutually supportive programs in these areas.

POLICY III Protect pockets of existing housing which are within industrial areas of the Mission but which function as viable residential neighborhoods.

A number of residential clusters presently exist within industrial areas of the Mission. Many of these clusters function as small but cohesive residential neighborhoods, although the intrusion of adjacent industry is evident. The residential buildings are of older construction and many are occupied by families with children. These residential pockets provide the larger units with lower rents needed by many households in the Mission. The loss of such units, even those in substandard condition, would cause immediate hardship and severe relocation problems.

These residential pockets should be evaluated as to the need they serve; the availability of comparable housing elsewhere in the Mission; the condition of the housing; and the ability of the pockets to function as cohesive residential neighborhoods. For those residential clusters that should be retained, efforts should be made to protect them from the impact of adjacent industries, and assistance should be sought to improve the housing conditions and the immediate residential environment.

POLICY IV Preserve and rehabilitate buildings of historical or architectural merit.

The historically and architecturally significant housing of the Mission is important to the district for two reasons. First, the beautifully detailed buildings provide an exciting and impressive link with the Mission's past and establish a unique charm that cannot be duplicated. The historic buildings provide for this and future gen-

erations examples of the physical surroundings in which past generations lived. In addition to their aesthetic value, the historic buildings have a significant practical value to the district as they enhance property values and provide a source of larger units at reasonable costs for families.

Preserving these historic buildings has become increasingly important in the Mission, as many are being torn down and replaced by smaller-unit structures at higher costs. Also, a number of owners have "modernized" their older buildings and the historic facades and carvings have been irretrievably altered or destroyed. Assistance should be directed toward preservation of these architecturally significant buildings, with particular attention to areas containing a high concentration of buildings of special historic and architectural character.

NEW HOUSING

POLICY V Assure that new residential construction is compatible with the local environment and is directed toward meeting the housing needs of Mission residents.

The demand for housing in the Mission is increasing, especially for inexpensive family housing. The current vacancy rate is low, the overcrowding rate is high, a number of buildings are in a serious state of disrepair, and commercial expansion is causing elimination of some housing units. While the major emphasis in meeting the housing needs in the Mission should be on rehabilitation of the existing housing stock, a limited amount of new housing is also needed. New housing can contribute positively, however, only if it is compatible with the character of the surrounding neighborhood and does not result in an over-concentration of people in a particular area.

In order to protect the existing character of the Mission, the scale and density of new development should be compatible with that of the surrounding area; the visual unity of an area should not be disrupted. The architectural design of new buildings should complement the basic design character of the local neighborhood. In addition, new residential development should provide adequate setbacks and usable outdoor open space. Finally, in areas which are already intensely developed and have overloaded services, new high density development should be discouraged.

Special efforts should also be made to promote balanced residential development in the Mission. A variety of units should be provided to meet the needs of both large and small households. A distribution of unit types is important to retain and promote a mixture of household types in the district.

POLICY VI Assure that new residential construction does not cause a net loss of housing units suitable for families with childred or lower-income households, or locate on a site needed and suitable for recreational use.

New housing development in the Mission should be located with consideration for two major needs of the community: (1) the need for housing suitable for households with children and/or households of low-income levels, and (2) the need for new open space resources.

The larger, lower-cost housing units in the Mission are found primarily in older buildings. Because there is close to a zero vacancy rate in this type of unit, a loss of such units would cause immediate hardship and severe relocation problems. Developers should be discouraged from tearing down sound residential buildings to build new housing. Instead, new housing should be developed on lots not currently in residential use so that the total inventory of existing housing is actually increased. Only in cases where existing housing is so dilapadated that it cannot feasibly be rehabilitated, would it be desirable to have the old housing removed for new residential development.

A second consideration in locating new housing in the Mission is the corresponding need for new recreation and open space. Possible sites for new housing development should be evaluated in terms of their potential for providing public open space as well as their potential for accommodating housing.

POLICY VII Encourage the development of new housing (1) on scattered vacant properties; (2) above new commercial development; and (3) on sites where incompatible non-conforming uses are discontinued or terminated.

The numerous vacant sites scattered throughout the Mission provide excellent opportunities for new housing development. Presently many of these sites are poorly maintained and have a negative impact upon the local environment. If, after evaluating the open space potential of the vacant site, residential use appears more appropriate, high priority should be given to developing housing on the site. Developing these vacant sites would improve the overall appearance of the neighborhood and, at the same time, provide a needed housing resource.

It would also be desirable to construct new housing as a component of mixed-use development on streets such as Mission and Valencia. Street level commercial space could be developed with residential use above. Residential activity tends to add to the character and vitality of shopping areas and would be particularly desirable for shopping streets in the Mission. Commercial use could, in some cases, help amortize the costs of providing a portion of low- to moderate-income housing units in the development.

A third appropriate location for new housing development in the Mission is on sites in residential areas where non-conforming or incompatible uses are discontinued or terminated. Currently, there are a number of industrial and commercial uses (such as contractors' storage yards) scattered through residential areas of the Mission. Many of these uses have a negative effect upon the local environment and should be removed. These sites would be excellent for new infill housing. If and when any of these incompatible uses cease operation, efforts should be directed to develop housing on the sites (again, after evaluating the recreational potential of the site).

POLICY VIII Include a percentage of low- to moderate-income units in major new residential development.

The number of suitable lower-income units in the Mission is decreasing while at the same time the number of households in need of these units is on the increase. While the major emphasis in providing this type of unit is through rehabilitation of the existing housing stock, the community should, in addition, look to new housing development to provide a portion of these lower-cost units. In provision of such new housing, construction of large subsidized "projects" which concentrate lower-income households should be prohibited. Instead, lower-income units should be provided on a scattered basis. A desirable way to promote economic integration in the Mission is to require large new residential developments to include a portion of lower-cost or subsidized units.

HOUSING OPPORTUNITIES

POLICY IX Ensure a wide variety of housing opportunities for the diversity of people wishing to reside in the Mission.

The Mission prides itself in the unique mix of people who presently live in the district. However, because of increasing inflation, unemployment, and rising housing costs, many households (particularly low- to moderate-income households) are having increasing difficulty finding housing in the Mission which they can afford and which is

suited to their needs. An affirmative program is needed to ensure that a wide variety of housing opportunities are available in the Mission to meet the needs of different types of households.

Specific programs should be directed toward:

- Preserving large units suitable for families.
- Providing housing subsidies to supplement the incomes of those unable to afford housing within the district.
- Investigating methods to guarantee fair market rents within the district.
- Ensuring that displacement of existing residents is avoided whenever possible and that adequate relocation assistance is provided if displacement occurs.

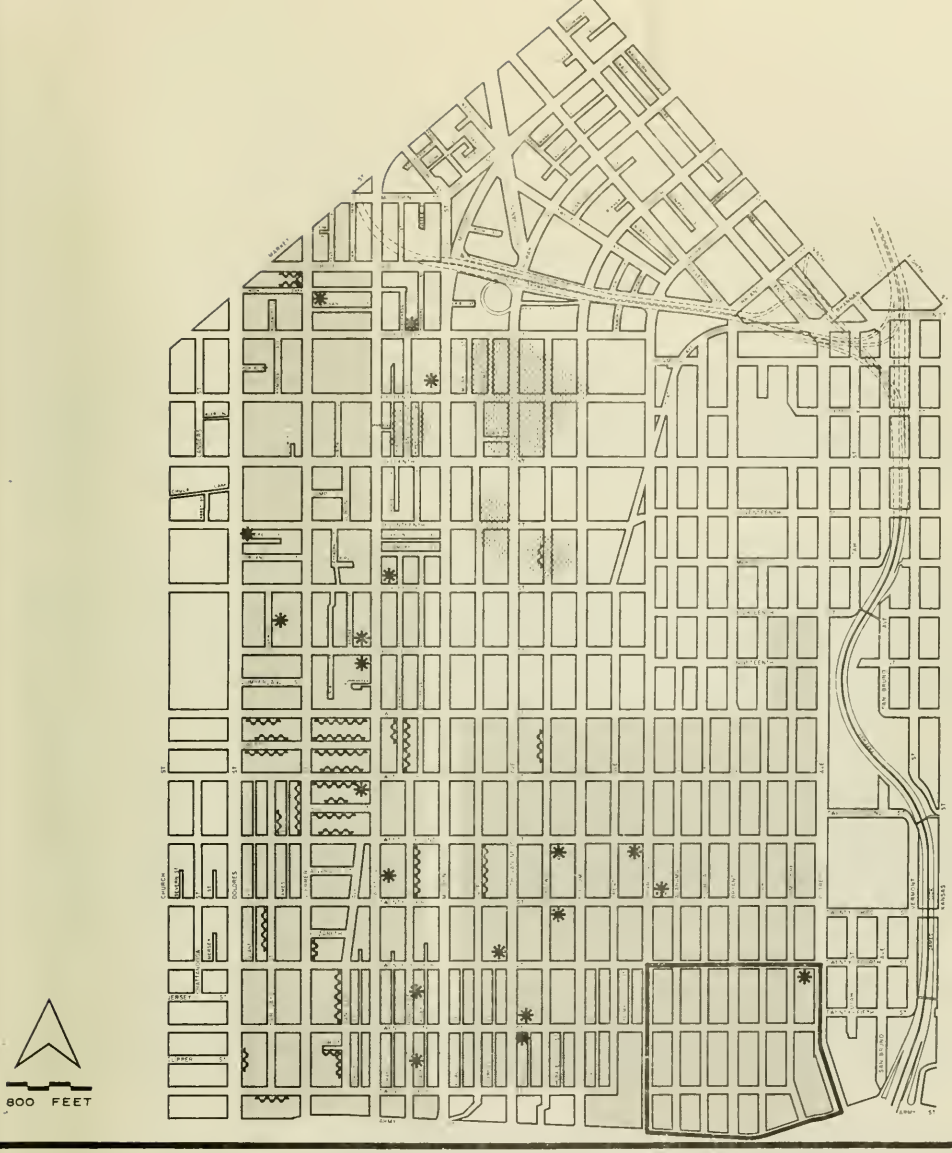
POLICY X Ensure that households wishing to live in the Mission are not discriminated against because of ethnic background or type of household.

In the Mission, some landlords discriminate against families with children, and racial minorities. There is a need to ensure that families and individuals of all ethnic backgrounds and income levels are able to find adequate housing in the Mission.

POLICY XI Increase opportunities for Mission residents to become homeowners.

It has been shown that in neighborhoods having a higher number of resident owners, the general stability of the area is greater and the level of neighborhood maintenance is high. People who own and live in their residences are not at the mercy of rising rents. They show more interest in building maintenance and in the general improvement of their neighborhood services and environment.

Home ownership in the Mission is considerably below that of San Francisco as a whole. Only about 15 percent of the residential buildings in the Mission are owner-occupied, as compared with the San Francisco average of 33 percent. It is important for the stability of the district that more opportunities for home ownership become available. Particular emphasis should be directed toward providing assistance to lower-income households in the area who have the most difficulty in obtaining suitable housing.



HOUSING

- Area of Predominantly Residential Use
- Concentration of Architecturally Significant Housing
- Residential Clusters in Industrial Areas
- RAP Feasibility Study Area
- Housing Opportunity Sites

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

CHAPTER 2

COMMUNITY SERVICES

This section of the Mission Plan deals with the opportunities as well as the problems and constraints that face community services in the Mission district. The topic of community services is extremely broad and this plan does not attempt to deal with every aspect of such services. General policies are proposed which relate to the location and administration of community services in the Mission.

There is a pressing need for improved and increased community services in the Mission. This is due primarily to the dramatic population change the area has experienced in the past decade. Between 1960 and 1970, the Spanish-surname population has doubled from 11,635 to 23,183 persons. As this segment of the population has increased, the overall character of the Mission has changed toward a younger, more family-oriented population with a lower average of formal education and a higher rate of unemployment.

The social service needs of the Mission have risen proportionately. Low-cost health and childcare services are now in increased demand. The space needs of schools have also increased with the influx of families with children. While all segments of the Mission population need and use the district's local health, education and social services, it is clear that there is a significant need to develop additional services to meet the specific needs of the Latino population.

In this chapter the term "services" generally includes: educational services (schools, vocational training), health services (hospitals, clinics), some private recreational services (clubs, YMCA) and other general community services (legal-aid, planning, manpower).

OVERALL OBJECTIVE: IMPROVE AND EXPAND COMMUNITY SERVICES TO MEET THE URGENT AND DIVERSE NEEDS OF MISSION RESIDENTS, PARTICULARLY THOSE OF LOWER-INCOME LEVELS.

POLICY I House community services in a manner that allows for expansion, retraction, and changes in types of services.

Because the population composition of the Mission has been in a continuous state of change over the past decade, some of the older community services have become obsolete and no longer meet the changing

needs of many of the district's residents. There must be a constant effort to modify services in response to these changing needs, and it is therefore necessary that most services retain a built-in flexibility. New single-purpose facilities should generally be discouraged and, instead, multi-purpose neighborhood service centers should be explored.

POLICY II Concentrate community services in central locations in the Mission to improve accessibility for service users and to facilitate communication and coordination between services.

Community services in the Mission are presently scattered throughout the residential and commercial areas of the district. The random manner in which the facilities are located makes access to services difficult, lessens local awareness of the existence of services, and impairs communication and coordination between local services.

Community services should be clustered in areas which are accessible to a large number of service users, preferably on or near transit routes. Grouping services together in either a single building or clusters of buildings would make it easier for people to find the services. In addition, centralizing the facilities would offer services the opportunity to reduce their space needs and to share staff, rent and equipment. Service organizations could more easily coordinate their activities and could save time and money.

POLICY III With the exception of existing major institutions, locate community services in existing neighborhood commercial areas.

Most local community services should be located in the commercial, rather than the residential, portions of the Mission for a number of reasons:

1. The Mission contains a large amount of commercially zoned land which can adequately accommodate the local community service needs.

2. The types and amounts of activity generated by community services are more compatible with commercial than with residential uses.

3. Services are more accessible on commercial streets because of proximity to transit.

4. The services will draw people into neighborhood commercial districts and help strengthen them.

5. Awareness of the availability of services will be increased when service users shop in commercial areas and notice the existence of services.

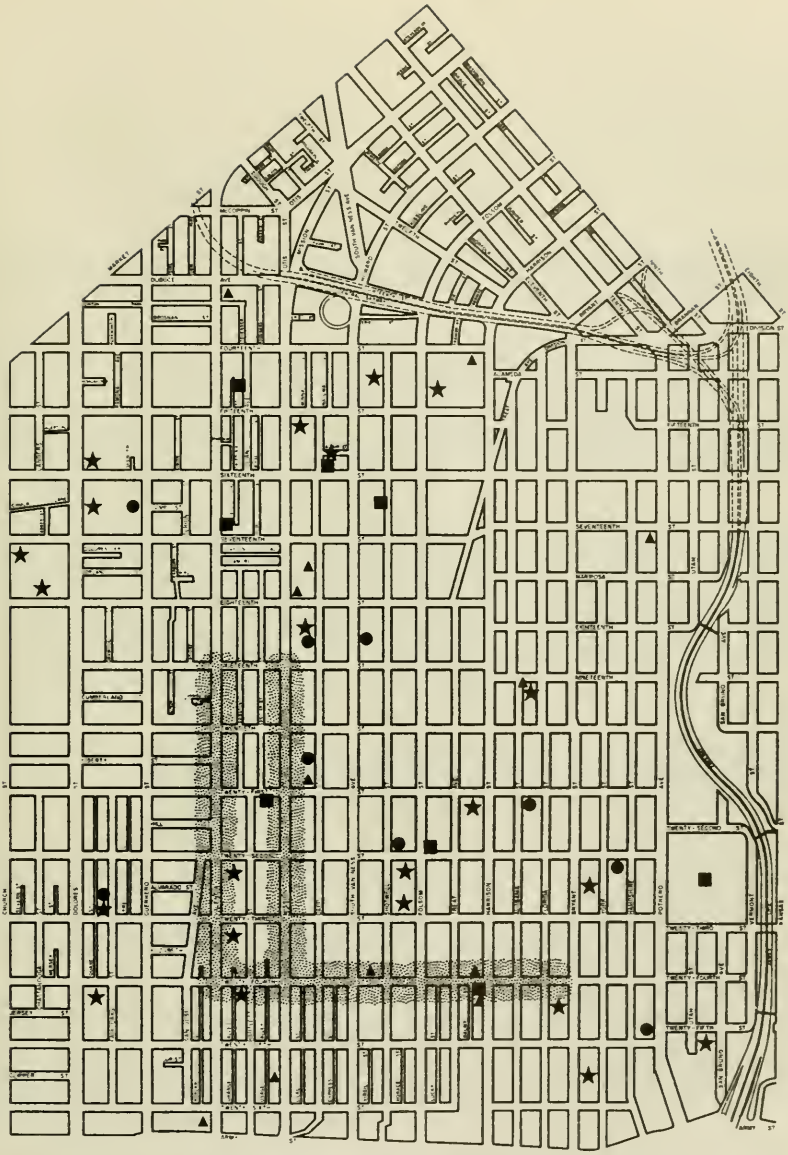
6. The existing housing stock will be protected.

POLICY IV Improve public information on the availability and location of community services in the Mission.

To assure maximum use of existing community services, an improved information system is needed which indicates the types of services available and the hours and locations of the services. The changing composition of the Mission's population indicates that there is a significant migration of people into and out of the district. Thus the "users" of Mission services are changing and many new residents may not know what services are available. Language barriers create other problems for recent immigrants. Bilingual information is often unavailable, and thus people who generally have the greatest need for local community services may be unable to take advantage of the existing programs.

POLICY V Encourage citizen involvement in the assessment of local service needs and in the planning of public facilities.

Mission community representatives feel that in the past, public services and facilities have been planned for the district without adequate involvement of the local residents. In general, services would be more widely supported and used if residents were involved during all the planning stages. Maximum effectiveness could be achieved if residents were able to state their needs effectively and see them translated into programs. For example, the development or expansion of schools, neighborhood centers and major institutions should involve the local residents.



COMMUNITY SERVICES

EXISTING SERVICES

- ■ Health
- ★ Education
- ● Recreation
- ▲ Other Service

Encourage Location of Community Services

CHAPTER 3

RECREATION AND OPEN SPACE

This section of the Mission Plan deals with the local opportunities for recreation in the district and the need for new and improved facilities.

Recreational opportunities in the Mission are limited, and the demand for facilities far exceeds the supply. Existing public facilities in the district consist mainly of medium-size parks which are poorly located, overcrowded and in need of major repairs. In addition, high land costs and a scarcity of suitable land make the acquisition of new recreation sites very difficult.

Improved and expanded neighborhood parks and recreation facilities are essential to serve the residents of the Mission, particularly people of low income, the elderly, and youth, who are the principal users of public facilities. Maximizing the use of existing resources can help offset the limited opportunities to acquire and develop new facilities in the Mission, and can bring the most immediate improvement in recreation services for the district.

OVERALL OBJECTIVE: IMPROVE THE QUALITY AND INCREASE THE AVAILABILITY OF PARK AND RECREATION FACILITIES TO MEET THE DIVERSIFIED RECREATIONAL NEEDS OF MISSION RESIDENTS.

POLICY I Make better use of existing public recreation facilities.

A major way to maximize the recreation potential of many of the public facilities in the Mission is to improve their physical and visual quality. Most of the facilities in the district are old, overcrowded and in need of repairs. The maintenance needs of the facilities often are not met adequately. Because of the intensive use given recreation facilities in the Mission, the ongoing maintenance needs are significant. It is important that the City provide the level of maintenance necessary to keep public recreation facilities in the Mission clean, safe and usable.

Secondly, there is a need to increase the landscaping of many of the recreation areas. Some of the public facilities consist only of fenced-in concrete play space with little, if any, landscaping. In addition to providing play space, recreation areas should offer

natural relief from the pavement and traffic of surrounding areas. Additional landscaping and grass areas could enhance the natural feeling of the facilities. In some cases, large-scale landscaping and street trees may be necessary to protect recreation areas from the adverse impact of surrounding industrial or commercial uses.

A third way to improve the effectiveness of existing public recreation facilities in the Mission is to provide additional trained and qualified recreation supervisors and instructors. In addition to increasing use of facilities, more staffing would enable the district to offer a more diversified and coordinated overall recreation program.

POLICY II Expand opportunities for recreational use of facilities and programs operated by organizations other than the Recreation and Park Department.

If the potential for multi-purpose use of existing facilities in the Mission were realized, recreational opportunities in the district could be increased significantly. The Unified School District facilities, in particular, are important local resources which are not used as well as they could be. School yards, gymansiums and classrooms could provide the space needed for various recreational activities and should be open to the community after school hours. The Unified School District, the Recreation and Park Department and the Mission community should participate in cooperative planning to achieve greater recreational use of schools in the Mission.

The large number of churches in the Mission also could provide space needed for recreational activities. Several churches are already heavily used by the community; however, many others remain closed much of the week. A number of churches, because of their proximity to Recreation and Park Department facilities, provide excellent opportunities for part time use as community centers.

Private groups and organizations such as the Girl and Boy Scouts, YMCA, Music School, Media-Arts, and dance groups also have the capability to increase recreational opportunities in the Mission. These groups should extend their programs for people of the Mission whose opportunities are limited. Recreation activities in the district could be expanded considerably if such groups would coordinate their activities to ensure that a wide variety of programs is offered for all age groups.

POLICY III Improve access from the Mission to citywide and regional recreation facilities.

Because opportunities for expanding local recreational activities in the Mission are limited, it is important that Mission residents be able to take advantage of activities outside of the district. Many citywide opportunities exist, such as at Golden Gate Park, Ocean Beach and the Northern and Eastern Waterfront areas; however, these areas are difficult to reach. In addition, regional opportunities such as the Golden Gate National Recreation Area are becoming available. More widespread publicity and convenient access should be provided for these facilities. Recreational transit routes should be developed to enable Mission residents to take advantage of these non-local recreational opportunities. Bicycle routes to the waterfront are another possibility.

POLICY IV Give high priority to the acquisition and development of new recreation space.

By itself, better use of existing recreation facilities will not be sufficient to meet the diversified needs of the Mission's residents. New facilities are also needed. There are two major deficiencies in the Mission's existing recreation system: one, the community has no central indoor facility or gymnasium; and two, there is no large open area suitable for active sports such as soccer.

These two types of facilities require a large amount of space (approximately one city block), and a site of such size will be difficult to acquire in a largely developed area such as the Mission. Vacant land is scarce, and, if a large site did become available it would likely contain a structure or use needing relocation. Acquisition of a recreation site should avoid displacement of housing; the best sites would be underused non-residential properties. If and when any suitably located large parcel of land becomes available in the Mission, high priority should be given to acquiring and developing the site for public recreational use.

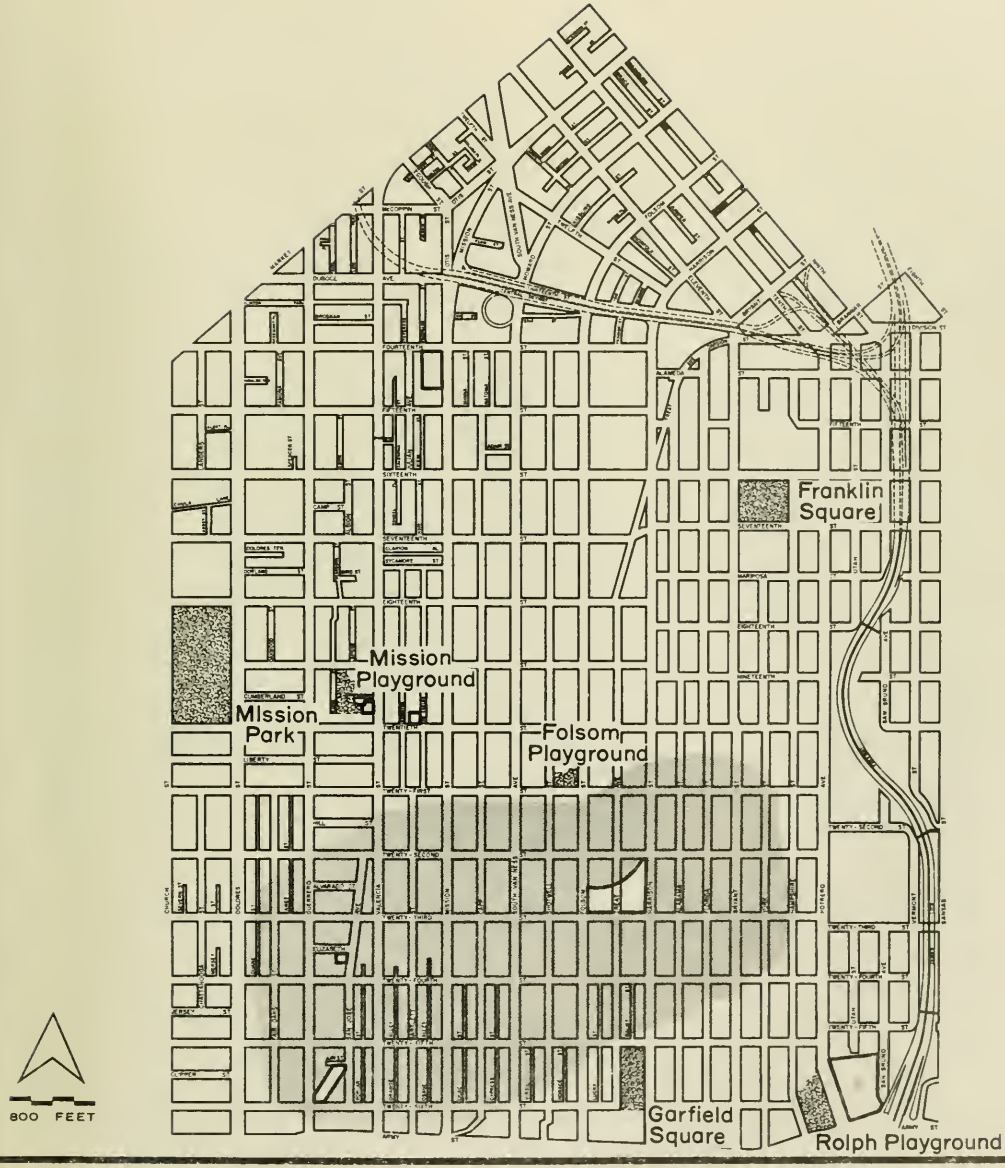
In addition to a gymnasium and a large active park area, there is a need for new miniparks in the Mission. Elderly persons and families with small children are not able to travel very far on their own, and they need small recreation sites close to their homes. The existing miniparks of the Mission are highly used and new sites, if properly located, also would have intensive use. A number of vacant or abandoned small sites exist in the Mission, some of which would

be suitable for miniparks. Efforts should be made to develop these sites for recreational use. In addition, use of street space and underused public and private lands should be explored. On streets where there is little traffic, widening of the sidewalks and installation of simple improvements could transform a portion of the street into a minipark. In some instances, streets could be closed completely to through traffic.

In general, where new parks and recreation facilities are being considered, their locations should be determined by such factors as proximity to population concentrations, topography, ease of access, and visibility.

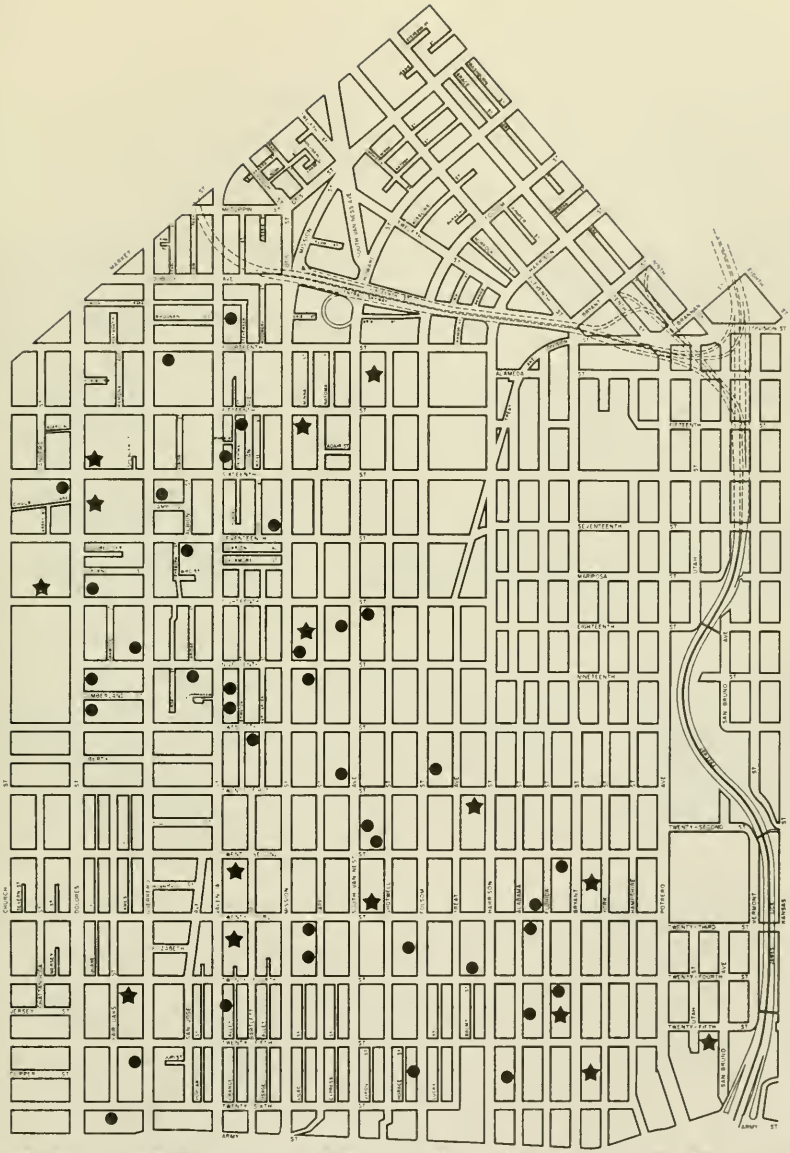
POLICY V Increase the involvement of local residents in the planning and designing of recreation facilities.

Increasing the involvement of local residents in the early planning stages of recreation facilities and in the later design stages, often generates widespread local interest and concern. When recreation areas include activities desired by local residents, the community's desire to use and protect the facilities increases.



RECREATION

- City Owned and Operated Recreation Facilities
- Opportunity Sites for New Facilities
- Area in Need of New Recreation Facilities



800 FEET

EXISTING FACILITIES WITH OPPORTUNITIES FOR MULTI-PURPOSE USE

★ School

● Church

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

CHAPTER 4

TRANSPORTATION

This section of the Mission Plan deals with the circulation system of the Mission and discusses the movement through and within the district of automobiles, public transit, trucks, bicycles and pedestrians. Because of the high concentration of people and activities in the Mission, congestion is inevitable. The impact of this congestion upon the Mission's overall circulation system and upon the local environment is significant. Automobiles have difficulty reaching commercial areas, are unable to find parking spaces, and turn to residential streets. Public transit cannot meet its schedules because buses and jitneys must wait behind long lines of automobiles and illegally parked vehicles. Trucks cannot find adequate curbside or off-street loading areas, and park improperly on streets, temporarily closing off traffic lanes. Pedestrian movement is hazardous and unpleasant because of the noise and pollution generated by vehicular traffic. Traffic congestion causes particular problems for the elderly and handicapped, and makes street crossings extremely difficult.

In general, the circulation system of the Mission is chaotic and inefficient. In addition to making circulation within the district difficult, the congestion has a negative impact upon the residential and commercial environments of the Mission. Commuters use residential streets for alternate travel routes to the downtown. Trucks detour on residential streets to avoid the congestion of commercial areas. Residential on-street parking is taken up by people visiting and working in the commercial areas.

Efforts are being made to improve the circulation system and street livability of the Mission. A Muni/BART coordination study was recently completed. The study proposed more efficient routing for Muni by eliminating the duplication of BART and Muni routes, and increasing the bus feeder system to BART. The City is also implementing a "Protected Residential Area" plan in the Mission to reduce the negative impact of commuter traffic on local residential streets. However, improved and expanded efforts are still needed to develop a coordinated internal circulation system for the Mission with the primary objective of serving the needs of local residents and merchants. The Mission needs a street system in which appropriate routes for pedestrians, transit, automobiles, trucks and bicycles are clearly defined.

OVERALL OBJECTIVE: DEVELOP A COORDINATED AND EASILY UNDERSTANDABLE TRANSPORTATION SYSTEM IN THE MISSION WHICH ACCOMMODATES THE NEEDS OF LOCAL RESIDENTS, SHOPPERS AND BUSINESS PEOPLE, AND WHICH MINIMIZES THE IMPACT OF VEHICULAR TRAFFIC UPON THE ENVIRONMENTAL QUALITY OF THE DISTRICT.

POLICY I Develop and promote public transit as the major means of travel to and within the Mission.

The transportation needs of people in the Mission cannot be met solely by the automobile without a substantial loss in environmental quality. Public transit provides a more desirable mode of travel because it can carry large volumes of people to numerous locations within the district without the congestion and disruption caused by automobiles. The Mission is already well served by public transit. Muni, BART and the Mission Street jitneys have major routes in the district. These transit modes are, however, in need of improvement and expansion to maximize their use in the Mission. Several improvements should be explored which could increase the use of public transit:

1. Development of new cross-town (east/west) routes within the Mission to improve access from the residential areas to Mission Street. The present cross-town service is inadequate. Smaller Muni buses or new jitney routes are two alternatives that should be explored.

2. Inclusion of the Mission district in the Transit Preferential Streets Program, the purpose of which is to minimize transit/automobile conflicts on designated transit streets.

3. Reduction of the air and noise pollution generated by Muni buses in order to protect the environmental quality of the district. Cleaner and quieter buses would be more pleasant to ride in and would be more suitable for service in residential areas.

4. More clearly marked transit routes and other improvements such as landscaping, benches and shelters. Transit stops should be clearly distinguishable and pleasant areas in which to wait.

POLICY II Provide a safe and pleasant environment for pedestrians.

Walking could be a practical as well as enjoyable experience in the Mission if sidewalks and streets were made safer, and if various improvements such as widened sidewalks and landscaping were provided. Widened sidewalks with landscaped strips and sitting areas would encourage people to walk instead of drive. Pedestrian areas could be made more interesting with art work and murals displayed and painted on otherwise blank walls. Kiosks could be provided on which local activities and projects could be posted in a visually attractive manner. In some instances, portions of streets might be closed to traffic and converted to pedestrian malls. In order to encourage people to walk in the Mission instead of drive, pedestrian areas must be made more clean, safe, interesting and visually attractive.

POLICY III Provide safe and pleasant bicycle routes and parking areas to promote the use of the bicycle.

Congestion and the unavailability of parking in the Mission have increased the desirability of traveling by bicycle. A number of people are finding that they can move about more easily and quickly, and less expensively, by bicycle than by car. Use of bicycles in the Mission should be promoted and efforts should be undertaken to make bicycling safe and pleasant. The establishment of clearly defined bicycle lanes along the more quiet and landscaped streets of the Mission would be a stimulus to bicycle use. Also, safe and convenient bicycle parking areas should be developed to reduce theft and vandalism.

POLICY IV Lessen the need for and desirability of traveling by automobile through and within the Mission.

The large number of automobiles traveling through and within the Mission has a significant negative impact upon the enviromental quality of the district. In addition, the large number of cars lessens the efficiency and desirability of other modes of travel. The most effective way to reduce this impact is to decrease the number of cars moving in the district. High gasoline prices, the scarcity and high cost of parking, and increased congestion may lessen the advantages of using an automobile in the Mission. However, a reduction in automobile use can also be accomplished by making the other modes of travel (public transit, bicycles and walking) more desirable alternatives.

Additional measures that could be undertaken to limit automobile traffic in the Mission include:

1. Implement the City's Protected Residential Area plan. (See Policy III, Urban Environment)

2. Discourage the development of new automobile oriented or dependent activities. (See Policy VI, Urban Environment)

3. On residential streets, prohibit the establishment of new tow-away zones, sidewalk narrowings, or one-way streets which are designed to increase the capacity of streets.

POLICY V Wherever possible, divert truck traffic from residential streets onto freeways and certain designated thoroughfares.

Currently, trucks often use residential streets to travel to and from industrial and commercial areas in the Mission. This truck traffic disrupts the residential environment and causes increased noise and air pollution along these streets. In order to protect residential quality, truck traffic to and from the Mission should be diverted, whenever possible, to freeways or clearly designated thoroughfares. The selection and design of sites for new commercial and industrial uses should ensure that trucks are diverted from using residential streets in the Mission.

POLICY VI Provide parking facilities only where there is a demonstrated need for travel by automobile and where the facility will not cause a reduction of environmental quality.

In a densely populated area such as the Mission, it is virtually impossible to accommodate the needs of all persons wishing to drive and park an automobile within the area. There is a limit to the number of automobiles the Mission can accommodate without causing a loss of environmental quality. Apart from the pollution and noise generated by the cars, the parking facilities themselves are generally unattractive visually. Many of the existing facilities within the Mission are exposed and unlandscaped, and disrupt the street environment. The exposed lots break up the continuity of commercial and residential areas and create a void of interest for pedestrians.

Since use of the automobile within the Mission should be discouraged, and since the major emphasis in meeting the transportation needs of local residents ought to be public transit, the development of major new automobile parking facilities should be discouraged. If any parking facilities are developed in the Mission, the following criteria should apply:

1. Locate new parking facilities either beneath or behind buildings, or screen them with substantial landscaping. The facilities should not disrupt the visual interest along the street.

2. Commercial parking facilities should not have an entrance or exit on a residential or transit preferential street.

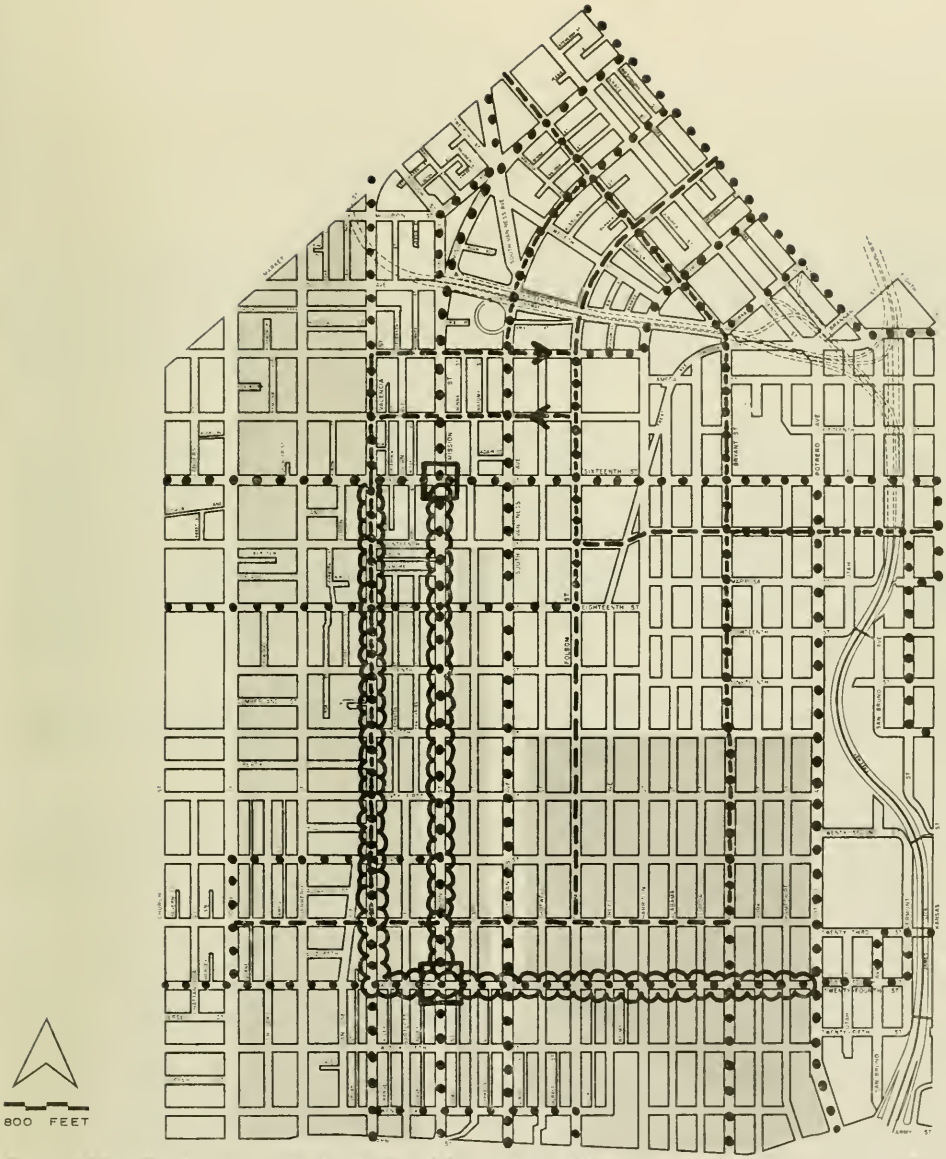
3. Permit new commercial parking facilities in the Mission only where such parking is necessary to sustain the economic viability of the area, and only where the facility does not disrupt the visual interest and continuity of the street.

4. Owners of commercial parking facilities should be encouraged to open their facilities after hours to Mission residents.

5. Prohibit development, in exclusively residential areas, of parking facilities intended to serve commercial uses.

6. Prohibit development of large parking facilities along major transit streets in the Mission, and especially in the immediate vicinity of the two BART stations.

7. In mixed commercial/residential areas, parking requirements should be minimal and reflect the ability of public transit to service the transportation needs of residents.



TRANSPORTATION

- Protected Residential Area
- Existing Public Transit Routes
- Bicycle Routes
- Pedestrian Orientation
- BART Station

CHAPTER 5

ECONOMIC DEVELOPMENT

The Mission contains a significant, though currently declining, portion of San Francisco's business activity. About 40 percent of the district is zoned to accommodate commercial and industrial uses. Major commercial strips run along Mission, Valencia, 16th and 24th Streets. Manufacturing and other industrial uses are concentrated in the northeast quarter of the district.

Economic activity in and around the Mission is characterized by a large number of small enterprises which provide a significant portion of the total employment opportunities in the area. Of the nearly 3,700 businesses in the Mission, 79 percent employ fewer than five persons. Many of these small businesses are family-owned restaurants, stores and shops that provide ethnic foods and other specialty items. Wholesale and retail trade account for 32 percent of the district's employment, with wholesale trade being the single largest industry in both number of firms (13) and employment (16 percent).

Local ownership and management of larger businesses is very low in the Mission: fewer than ten percent of the firms employing between five and 100 persons are locally owned or managed.

Unemployment in the Mission is significantly high -- particularly among those in trade and production related (blue collar) occupations. About nine percent of the Mission's female labor force was unemployed in 1970 and 11 percent on the male labor force. Undoubtedly these percentages have increased in the past few years.

During the past decade, a large number of the city's light industries have moved to other locations throughout the Bay Area. Many of these industries previously were located in the Mission district. This loss of industries has had a depressing effect upon the Mission, in terms of both unemployment and the overall size of the community's economic base. Another factor contributing to the decline of the Mission's economic base is construction of new, modern shopping complexes in counties adjacent to San Francisco. As a result, shopping patterns and merchandizing techniques have changed significantly with a loss of local businesses from the Mission's shopping districts. Finally, the long construction period required for BART contributed to the loss of a number of businesses along

Mission Street and reduced the economic viability of others. Because of these factors, as well as others, there is an immediate need to strengthen and improve the commercial and industrial sectors of the Mission for the purpose of regaining a strong economic base necessary to the stability of the district.

OVERALL OBJECTIVE: MAINTAIN AND STRENGTHEN THE ECONOMIC BASE OF THE MISSION IN A MANNER WHICH PRESERVES AND PROTECTS THE ENVIRONMENTAL CHARACTERISTICS AND CULTURAL RICHNESS AND DIVERSITY OF THE DISTRICT.

POLICY I Direct assistance to strengthen and beautify commercial districts, particularly those that serve community needs.

A unique attribute of the Mission district is its neighborhood shopping streets which contain small, family-owned businesses.

These streets possess an exciting ethnic character and contribute to the local economy. Certain forces presently at work make it increasingly difficult for small businesses to operate:

1. Unavailability of financing, high interest rates, and difficulty in obtaining reasonably priced insurance.

2. Inflated land values and increasing rents.

3. Inherent limits in the size of their market.

4. Lack of technical assistance and experience.

In addition, the lack of capital has prevented many small businesses from privately undertaking beautification programs for their shops and street areas.

Particular assistance should be directed toward improving these culturally rich, small business areas, as they provide needed services and jobs, and enhance the diversity of life in the Mission. Emphasis should be placed on street beautification and maintenance, property rehabilitation, and improving local business management skills. A program of financial assistance should be explored which would provide funds for initial capital expenditures ("seed money") and for commercial rehabilitation efforts.

POLICY II Encourage the retention of existing light industry in the northeastern portion of the Mission, and encourage new labor-intensive light industries in this area which will not disrupt the surrounding residential environment.

The loss of production-related enterprises in San Francisco, particularly in the Mission, has contributed significantly to the unemployment problem in the district. Skilled residents of the Mission are concentrated primarily in trade occupations, and the trend of increased administrative-related employment in the city is providing few opportunities for the Mission's unemployed workers. An aggressive campaign by both Mission residents and City agencies is needed to retain the existing light industries in the Northeast industrial area of the Mission and to attract new ones. A large store of labor is readily available to meet the needs of new or expanded blue collar industry, and there are fully operational manpower training and placement services available for Mission residents.

The emphasis for developing new industries in the Mission should be on labor-intensive light industries which will not disturb the residential environment. In addition, new industries should be encouraged to hire Mission residents.

POLICY III Encourage retention in predominantly residential areas of small, pedestrian-oriented grocery stores and personal service businesses that provide needed services for local residents while not adversely affecting the environment.

Many of the Mission's corner grocery stores and personal service businesses, because they are in residentially zoned areas, are classified as "non-conforming uses" under the City Planning Code, and must be discontinued after 1980 unless action is taken to extend them. Uses of this nature, particularly the corner grocery stores, are usually compatible with the residential environment and provide needed services. While the expansion or addition of uses such as these would, in most cases, be undesirable, the continuation of the existing ones would be beneficial. Efforts should be made to revise the present restrictions. However, regulations which control the design and operation of such uses should remain. Owners of such "neighborhood service" uses should be required to maintain their properties in a manner compatible with the residential environment.

Because of the large number of grocery stores scattered throughout the Mission and the significant number of available commercial properties, no new sites for commercial uses should be developed in exclusively residential areas of the district.

POLICY IV Encourage relocation of industrial and commercial uses, presently in residential areas, which have a disruptive effect upon the local environment.

The Mission contains a number of industrial and heavy commercial uses, such as car repair shops, contractors' storage yards and gas stations, in predominantly residential areas. Many of these uses have a negative impact upon the surrounding environment. The structures in which they are located detract from the quality of the residential area. The uses cause noise and dirt from machinery, loading and added truck traffic. And materials are often stored in exposed areas or left out on the sidewalks and driveways in an unsightly manner.

In general, the type of activity generated by scattered industrial and commercial uses is not compatible with activities of established residential areas. Most of these uses are "non-conforming uses" under the City Planning Code and are required to be terminated in 1980. Some scattered industrial and commercial uses are not classified as non-conforming, but because they are now surrounded by residential use they would be more appropriately located in industrial or commercial areas. Efforts should be directed toward relocating some of these non-conforming uses to the northeast industrial area of the Mission.

POLICY V Encourage local ownership of Mission businesses.

The present number of locally-owned businesses in the Mission is low. An increase in local ownership could benefit the stability of the Mission's business districts in a number of ways:

- Local owners often exhibit a greater interest in maintenance of their buildings and in beautification of the street area.
- Local improvement programs are more easily organized and more successful in areas of predominantly local ownership.
- Implementation of a local hiring policy is more successful with local business owners.

Programs should be developed which would encourage and facilitate local ownership of businesses, particularly along the neighborhood shopping streets.

POLICY VI Ensure that new and expanded business activity is compatible with the residential areas of the district and complements the existing scale and character of the surrounding area.

New commercial and industrial development is important to the Mission in terms of strengthening its economic base. However, only if the development is properly located and designed will it contribute to the overall stability of the district. Because of the mixed land use patterns of the Mission, the development or expansion of one type of use can affect the activities of adjacent uses. This is particularly true in the case of commercial or industrial uses located adjacent to residential areas.

It is important that the expansion of business activities in the Mission be compatible with the residential areas and that any negative impact upon the residential environment caused by such expansion be minimized. Strict adherence to noise and air pollution standards should be enforced. Businesses should control and route their truck traffic so that trucks do not use residential streets. In addition, new or expanded commercial and industrial buildings should be visually compatible with adjacent residential buildings. Extensive landscaping and buffer planting should be provided whenever necessary.

In addition, business expansion or development should avoid, whenever possible, tearing down existing residential buildings. If housing demolition is planned, the value of the existing housing resource should be weighed carefully against the potential benefits to the community of commercial or industrial expansion. If business activities require displacement of existing housing units, businesses should be encouraged either to replace the units on a one-for-one basis or to provide relocation assistance to any households forced to relocate.

POLICY VII Ensure that new commercial or mixed commercial/residential development on the BART station corners will reflect and strengthen the existing pattern of development in each of the two areas.

The development of two BART stations, at 16th and 24th Streets, has helped create two areas in the Mission with significant development opportunities. The corners are both zoned for commercial use, and are distinguished from the rest of the Mission's commercial areas by their 105-foot height limit.

At the time the citywide height limits were established, it was felt that the two corners should be treated similarly and that two points of intense commercial development should occur on Mission Street. However, the existing characteristics of these two BART station areas are very different, in terms of both scale and community orientation. The 16th Street area is larger in scale and is able to accommodate a major increase in commercial activity without conflict with the existing character and surrounding environment of the area. The 24th Street area, however, contains less intensive development and has the attributes of a neighborhood shopping area. In addition, residential areas immediately surround the corner. Any large-scale commercial development in this area would significantly change the existing character and quality of life in the area. The different qualities of the commercial areas in the Mission should be recognized, particularly at the two BART station sites, and new commercial or commercial/residential development should reflect and strengthen existing patterns of development.

Planning and Design Guidelines for BART Corners

General

1. Maintain a continuous commercial facade.

2. Require pedestrian-oriented activities at ground level, such as shops, restaurants and community services.

3. Reduce parking requirements. Locate any parking either underground or in an inside court. Parking should not be exposed or readily visible from the street.

4. Buildings should be light in color and have small-scale architectural detailing.

5. Encourage the development of residential use above commercial uses.

6. Open uses, automobile-oriented uses, and "fast food" establishments should be discouraged.

16th and Mission Streets

1. Development to the existing maximum allowable height and bulk limits is appropriate.

2. Provide widened sidewalk or street level arcades.

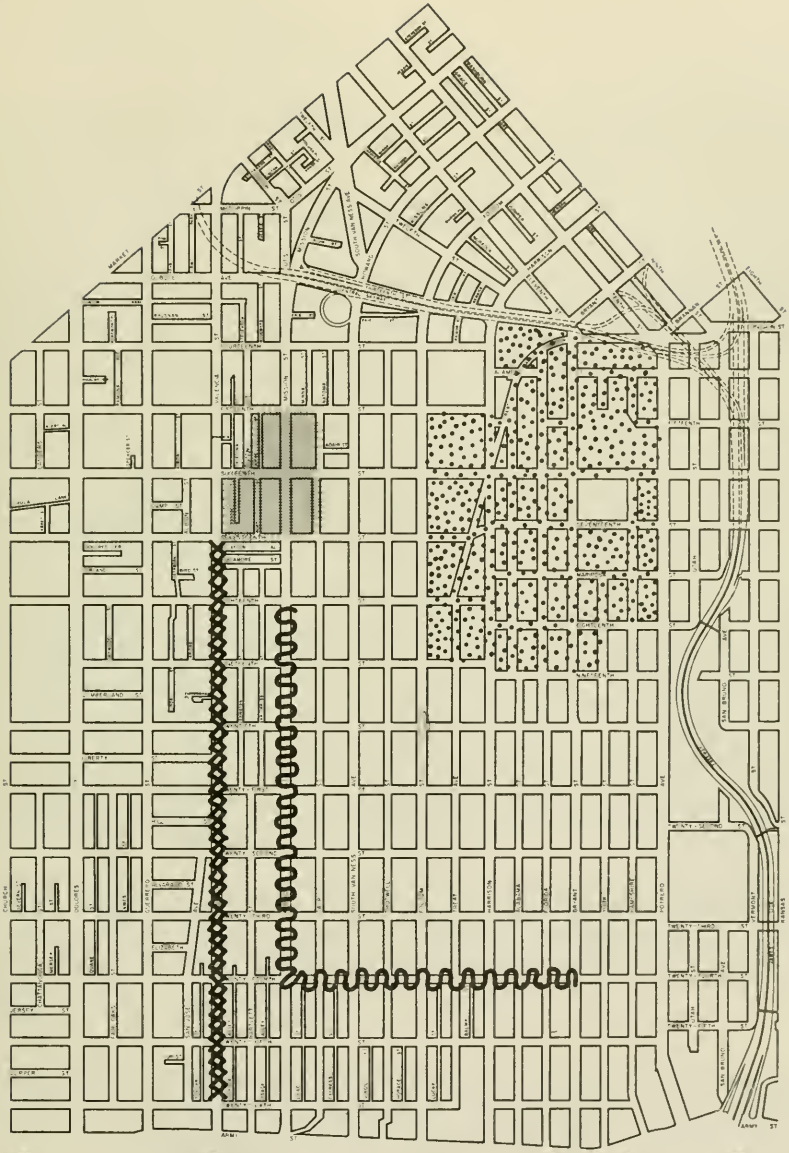
3. Provide extensive landscaping and street trees along the street frontages.

24th and Mission Streets

1. Buildings should be compatible with the existing scale of the area, and development to the maximum allowable height and bulk limits is undesirable.

2. Encourage building design in keeping with the Latin cultural orientation.

3. Encourage the inclusion of neighborhood-oriented uses and services.



ECONOMIC DEVELOPMENT

- Encourage Retention and Addition of Light Industries
- Encourage Major New Commercial Development
- Strengthen Neighborhood Shopping District
- Encourage Development of Ground Floor Commerce with Housing Above

CHAPTER 6

URBAN ENVIRONMENT

This section of the Mission Plan deals with the physical qualities of the Mission district and the relationship of Mission residents to their environment. The section indicates positive attributes of the Mission's environment which should be strengthened as well as environmental deficiences and conditions which need to be improved.

The Mission possesses many positive physical qualities including a pleasant scale and a visibly rich cultural and historical identity. These qualities should be recognized, and new development in the area should enhance these positive attributes. In addition, the relatively flat topography of the district and its good weather may provide opportunities in design not practical in other areas of the city.

The environment of the Mission, while possessing many positive qualities, is also in need of significant improvements. The general level of community maintenance is low: streets are littered; trash cans are overflowing; sidewalks are in need of repair; and many structures are in need of exterior rehabilitation. The presence of landscaping, street trees and other natural features is limited. Traffic is a problem, and the large volume of cars and trucks traveling through and within the Mission creates noise, air pollution and hazardous safety conditions. In addition, the district is experiencing development pressures which are conflicting with its existing physical scale and architectural character.

In light of the number of forces and conditions affecting the environment of the Mission, measures need to be taken to stabilize and improve the health and safety of the local environment. Measures are also needed to strengthen those physical qualities of the Mission which make the district a comfortable and exciting place in which to live and work.

OVERALL OBJECTIVE: IMPROVE AND ENHANCE THE ENVIRONMENTAL QUALITY AND PHYSICAL CHARACTER OF THE MISSION IN A MANNER WHICH PROMOTES A POSITIVE RELATIONSHIP BETWEEN THE PEOPLE OF THE DISTRICT AND THEIR ENVIRONMENT.

POLICY I Improve and increase the overall level of community maintenance.

The relatively large number of people and vehicles in the Mission inevitably creates a sizable maintenance problem, particularly in areas of intense use such as public parks and neighborhood commercial streets. Frequent and regularly scheduled clean-up and repair efforts are needed to keep public areas clean and visually attractive. Private home and store owners must also recognize the need for ongoing maintenance and take responsibility for adequately maintaining their individual properties and sidewalks. Only if all persons involved carry out their respective maintenance responsibilities, can the environment of the Mission remain clean and attractive.

POLICY II Underground utility lines on the Mission's streets, with residential and neighborhood commercial streets having first priority.

A major detractor from the pleasantness of residential and commercial environments of the Mission is the large number of old utility poles heavily loaded with electrical and other wires. Views down many of the district's streets are made unsightly by large transformer boxes and sagging bunches of black wires. The undergrounding of these utility wires would substantially enhance the appearance of the street environment of the Mission.

It is therefore important that City officials and community residents explore approaches to undergrounding these wires in connection with neighborhood efforts for improving the local environment. In particular, removal of overhead wires makes street tree planting considerably more effective. The City's present program for undergrounding utility wires involves a "hook-up" cost for each property owner of approximately $250.00. A program of financial assistance to lower income households may be needed to lessen this financial burden.

POLICY III Protect residential areas from the hazards and discomforts of excessive traffic.

Because of the Missions's central location, the district is experiencing a problem of through traffic traveling on its residential streets. Many of the district's streets, both east/west, and north/south, are relatively wide and have little landscaping. These streets are providing a convenient route to and from the downtown area for many motorists. A major portion of the Mission's population is housed along these streets, and the residents are experiencing noise, pollution and physical danger from the excessive volumes of traffic.

In order to reduce the hazards and discomforts caused by through traffic in the Mission, the City's plan for "Protected Residential Areas" should be put into effect. Implementation of the plan would prevent and discourage heavy, fast and through traffic from using the district's residential streets and redirect such traffic on to arterial streets where the impact would be less disruptive.

POLICY IV Promote new development which is compatible with the existing scale and density of the surrounding area.

The City Planning Code contains the major regulations dealing with the scale, density and type of building development in San Francisco. In order to protect the existing character and environmental quality of an area, it is important that these regulations reflect existing development patterns and promote high quality new development. If the regulations are not consistent with these two goals, then there is the potential that development will occur which is incompatible with the surrounding area.

The City Planning Code provisions applicable in the Mission should be responsive to the following guidelines:

- The overall residential population density of the Mission should be stabilized approximately at its present level.
- The density of new development should, in general, reflect the density of existing development in the immediate area and should not cause an over-concentration of persons or activity.
- New development should respect established front setbacks and provide usable outdoor open space to serve the needs of occupants.
- New development should not have an overwhelming appearance relative to existing development.
- The overall appearance of new development should be complimentary to other surrounding building forms and other elements of the immediate environment.

POLICY V Promote efforts to achieve high quality of architectural design, particularly in cases of new buildings at prominent locations.

A well designed building can add immeasurably to the character of an area, and correspondingly, a building of poor design can detract significantly. The importance of quality design in the Mission should be recognized in terms of its environmental as well as its economic implications.

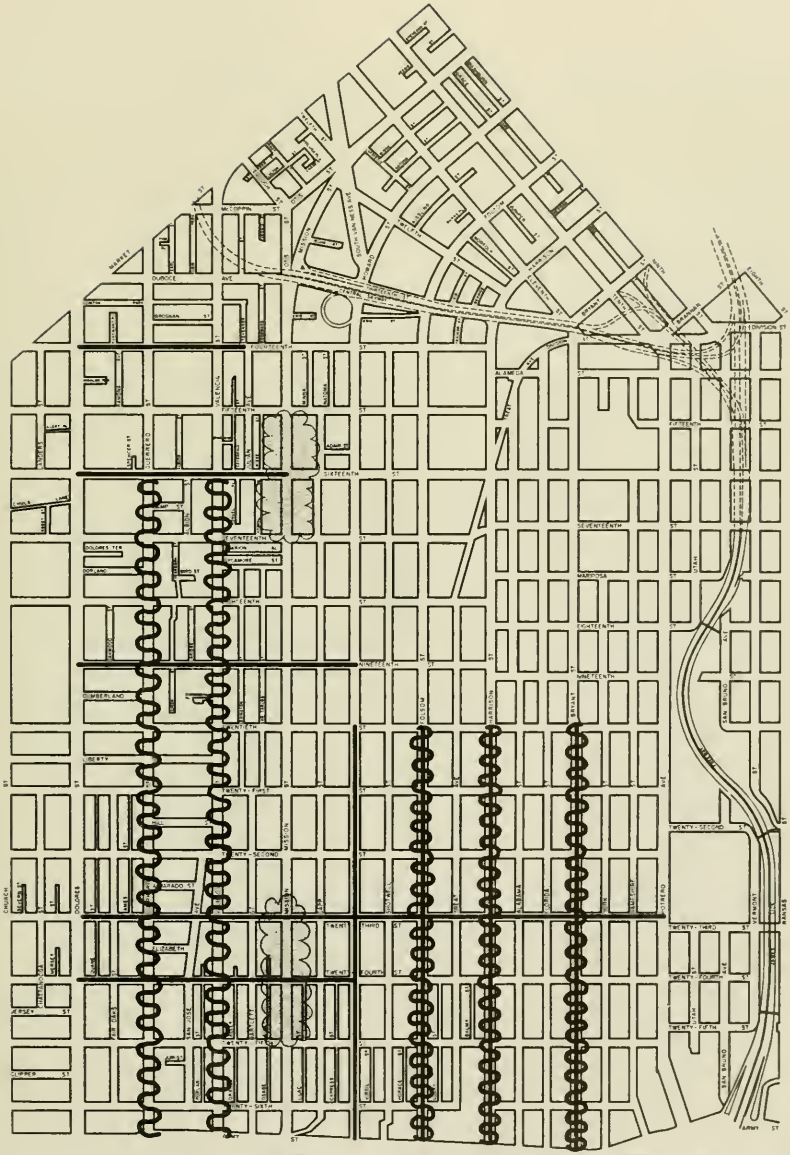
The two BART station areas on Mission, at 16th and 24th Streets, offer excellent opportunities and prominent locations for new development. At these two sites, in particular, the quality of building design is of special significance. Special efforts should be made to promote the best architectural solutions for both the public and private areas, and the positive potentials of the sites should be emphasized.

POLICY VI Discourage the further development of automobile-oriented uses and activities in the Mission.

The Mission is already heavily congested with traffic. Further aggravating this problem is the number of automobile-oriented uses, such as drive-in banks and restaurants, car washes, and gas stations, which are currently operating in the district. These services encourage local residents to use automobiles and also attract an unreasonable amount of outside traffic into the district. In addition to the traffic impact, automobile-oriented uses often detract from the quality of the street space. These uses generally include open parking or cemented areas which disrupt the continuity of the commercial frontage.

Community residents are attempting to establish a more pedestrian-oriented environment in the Mission by: (1) increasing pedestrian safety, (2) improving the transit services, and (3) improving the overall environmental and visual qualities of the district.

The Mission contains a more than adequate number of auto-oriented uses to meet the immediate needs of local residents, and the addition of new ones would be undesirable.

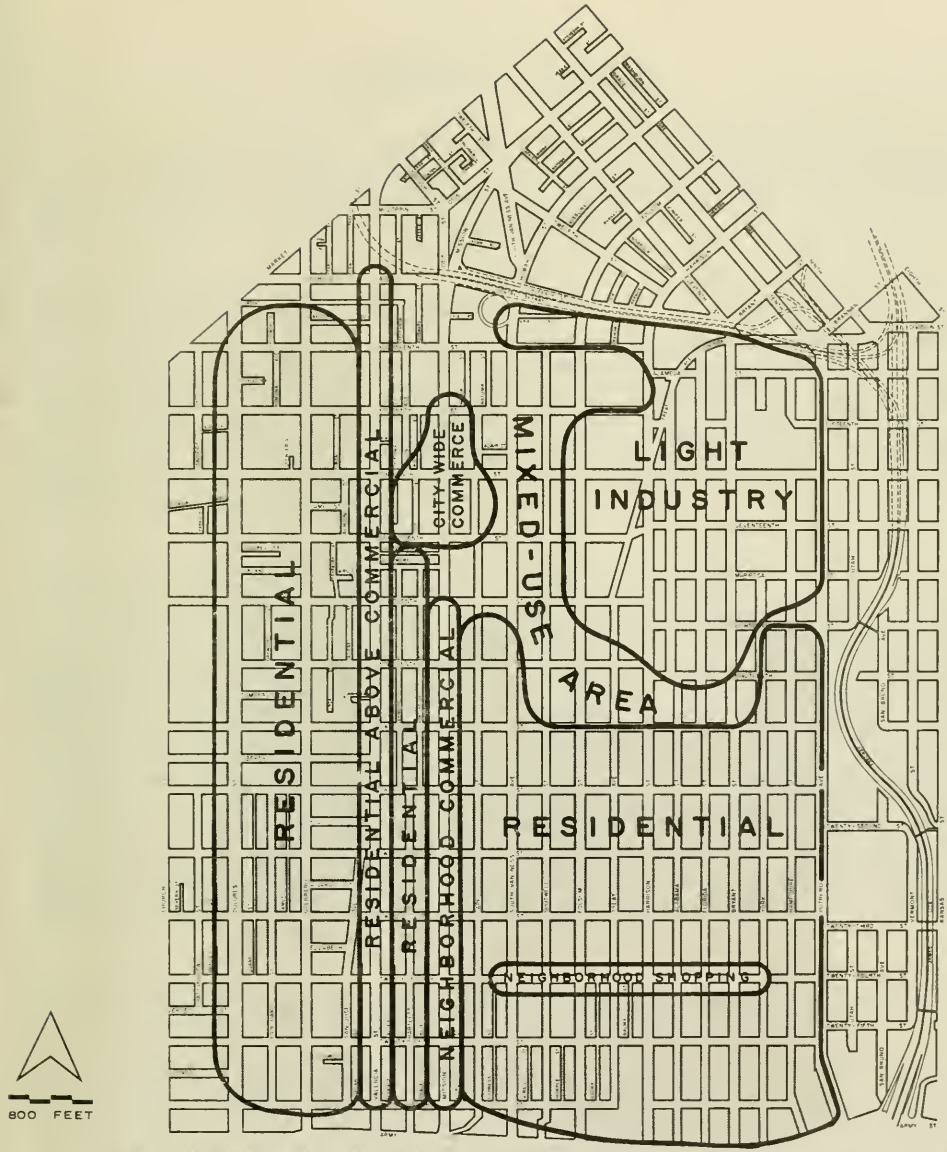


URBAN ENVIRONMENT

Carry out "Protected Residential Area" plan

Underground Utilities Lines

Need for Special Planning and Design Guidelines



GENERALIZED LAND USE

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

RECOMMENDED PROGRAMS

The following list does not include all projects, programs and studies needed in the Mission. This list identifies only a number of the higher priority programs which would directly involve activities of the Department of City Planning.

Rehabilitation Assistance Program

A study should be undertaken to examine the feasibility of initiating the Rehabilitation Assistance Program (RAP) in a portion of the Mission. In particular, the area bounded by 24th/Potrero/Army/Harrison should be evaluated for possible designation as a RAP area. The City should work with local organizations involved in housing-related activities to incorporate local expertise into the administration of the program.

Section 8 -- Housing Assistance Payments Program

Because of rising housing costs, lower-income households are finding it increasingly difficult to obtain suitable housing in the Mission they can afford. The new Federal Section 8 Program could be used to help retain an economic mix in the Mission and to lessen the hardship placed upon lower-income households already paying a disproportionate amount of their income for rent. The Section 8 - New Construction subsidies should be explored for possible use where housing is developed on vacant properties in residential areas of the Mission. The Section 8 - Substantial Rehabilitation subsidies might be used in cases of deteriorated housing in need of substantial rehabilitation. Because of the low vacancy rate, few opportunities exist in the Mission for use of the Section 8 - Existing Housing program; however, possibilities do exist with some of the residential hotels.

Study of Residential Clusters Existing Within Industrial Areas

A study of these residential clusters should be undertaken to evaluate the desirability and feasibility of retaining them as small residential neighborhoods. The residential pockets should be evaluated as to the need they serve, the availability of comparable housing elsewhere in the Mission, and the ability of the pocket to function as a viable and cohesive residential neighborhood, given adequate buffering and environmental protection. For the residential clusters that should be retained, a comprehensive improvement program

should be developed which would both protect the residential neighborhood from the adverse impact of adjacent industry, and improve housing and environmental conditions in the immediate area. In particular, the clusters around 15th and Natoma, and Shotwell and 17th should be evaluated.

Protected Residential Areas (PRA)

PRA plans and a schedule of implementation should be developed for Bryant, Folsom, Harrison, Guerrero and Valencia Streets, indicating the particular problems of each street and showing proposed general traffic control and beautification improvements. The proposed improvements should be developed by community residents and appropriate City departments. A five-year schedule of improvements could then be formulated. Efforts should be made to shorten the time period presently required between planning and actual implementation of the program.

Study of Commercial Area Around 16th and Mission Streets

The Department of City Planning and the Mayor's Office of Economic Development, in conjunction with interested community organizations, should undertake a planning study and market analysis of the area around 16th and Mission Streets. Possible study area boundaries could be 15th/17th/Valencia/South Van Ness. This area is currently underused and the development climate, at this time, is fairly inactive. However, significant development opportunities exist in this area with BART and the present 105-foot height limit at 16th and Mission. Any major development occurring in this area will have a significant impact upon the Mission community. Therefore, development guidelines are needed to promote uses and activities which will strengthen and complement the local economy, character and diversity of the Mission district.

Study of Possible Development of a Major New Park Facility at 23rd and Treat Streets

This site is in the center of a residential area, yet it is currently occupied by a building materials outlet. The activity generated by this industrial use is disruptive to the surrounding residential area, and the building detracts from the neighborhood character. The building materials outlet would be more appropriately

located in an industrial area. The site, because it is in the center of a residential neighborhood, would be exceptional for a new large park -- particularly since this neighborhood currently does not have adequate recreation facilities. The City and interested community groups should explore relocation possibilities for this industrial use and subsequent reuse of the site for recreation purposes.

Development of an Improvement Program for the 24th Street Shopping District (Mission to Potrero)

Twenty-fourth Street is in the heart of the Mission district and contributes significantly to the local economy. A comprehensive improvement program is needed to maintain this commercial area, with its small Latin-oriented shops and restaurants, as a viable and stable area of business activity in the Mission. The improvement program should deal with both upgrading the esthetics of the street and developing ways of strengthening the local businesses. Programs of financial assistance may be needed along with planning and design services.

MISSION - STATISTICAL PROFILE

P O P U L A T I O N

51,870 Total Persons in 1970

51,144 Total Persons in 1960

1960-1970 Net Gain of 730 Persons

COMPOSITION

Race	Mission		San Francisco	
	Number	Percent	Number	Percent
White	42,014	81	510,233	71
(Latino)	(23,183)	(45)	(101,901)	(14)
Black	2,713	5	95,978	13
Asian	4,948	10	97,194	14
Other	2,105	4	11,006	2
Total	51,870	100	714,411	100

Source: 1970 U.S. Census

Note: Minor discrepancies in the data are due to differences in the various counts of the 1970 Census.

AGE

Years of Age	Mission No. Persons	Mission %	Mission-Latino No. Persons	Mission-Latino %	San Francisco No. Persons	San Francisco %
Under 5	4,701	9.1	2,839	12.2	43,003	6.0
5-14	7,943	15.3	5,025	21.7	89,564	12.5
15-24	8,892	17.1	3,997	17.2	124,506	17.4
25-64	24,139	46.5	10,005	43.2	358,863	50.1
Over 65	6,199	11.9	1,317	5.7	99,738	13.9
Median Age	29.7	100.0	23.3	100.0	35.7	100.0

Source: 1970 U.S. Census

HOUSEHOLD SIZE

Persons Per Household	No. Households	Percent
1	7,359	36.7
2	5,334	26.6
3	2,687	13.4
4	1,799	9.0
5	1,199	6.0
6 or more	1,648	8.2
Total	20,026	100.0

OCCUPATION

Type Occupation	No. Persons (Employed, 16 years or over)	Percent
Professional, Technical, Kindred	1,571	7.8
Managers and Administrators	753	3.8
Sales Workers	758	3.8
Clerical and Kindred	5,101	25.9
Craftsmen, Foremen and Kindred	2,263	11.5
Operators	2,282	14.3
Transport Equipment Operators	742	3.8
Laborers, Except Farm	1,320	6.7
Farm Workers	65	0.3
Service Workers	3,591	20.1
Private Household Workers	347	1.8

Source: 1970 U.S. Census

EMPLOYMENT STATUS

Male	No. Persons	Percent
Civilian Labor Force	13,021	
Employed	11,652	
Unemployed	1,367	10.5
Female		
Civilian Labor Force	8,743	
Employed	7,974	
Unemployed	769	8.8

Source: 1970 U.S. Census

ANNUAL INCOME DISTRIBUTION

Families

Income Range $	No. Households	Percent
$ 4,999 or less	3,652	32.0
5,000 - 7,999	2,618	22.9
8,000 - 9,999	1,555	13.6
10,000 - 14,999	2,343	20.5
15,000 or more	1,255	10.9

Unrelated Individuals

Income Range $	No. Households	Percent
$ 4,999 or less	7,477	63.3
5,000 - 7,999	2,581	21.9
8,000 - 9,999	963	8.2
10,000 - 14,999	628	5.3
15,000 or more	162	1.4

Source: 1970 U.S. Census

H O U S I N G

UNITS BY STRUCTURE TYPE

Type Structure	No. Units	Percent
Single Family	2,819	11.7
2 Units	3,913	16.3
3-4 Units	4,239	17.6
5-9 Units	3,983	16.6
10 or more Units	6,130	25.5
Residential Room	2,955	12.3

OCCUPANCY RATE

Home Owners

	No. Households	Percent
Mission	2,947	14.7
Mission Latino	1,009	14.8
San Francisco	97,036	32.9

Renters

	No. Households	Percent
Mission	17,079	85.3
Mission Latino	5,809	85.3
San Francisco	198,138	67.1

Source: 1970 U.S. Census

VACANCY RATE

Overall Rate: 5.7%

Rate Minus Residential Rooms 2.4%

Breakdown by Unit Type

Size of Unit	Percent
Studio	6.5
1 BR	1.6
2 BR	1.1
3 + BR	0
0 BR - (B & K)	20.2
1 + BR - (B & K)	0

Source: S.F. Department of City Planning
1973 Vacancy Survey

CHANGE IN HOUSING STOCK

Year	New Construction	Demolition	Net Change
	No. Units	No. Units	No. Units
1960-1969	1,321	548	+ 773
1970	3	38	- 35
1971	5	54	- 49
1972	44	35	+ 9
1973	124	8	+ 116
1960-1973	1,497	683	+ 814

Source: Changes in the San Francisco Housing Inventory 1969-1973
SF Department of City Planning

VALUE OWNER-OCCUPIED HOUSING UNITS

Value $	No. Units	Percent
Less than $10,000	22	1.7
10,000 - 19,999	392	30.9
20,000 - 34,999	694	54.9
35,000 - 49,999	135	10.7
50,000 or more	22	1.7

Source: 1970 U.S. Census

GROSS RENTAL RANGES

Rent $	No. Units	Percent
Less than 79	3116	18.2
80 - 99	3177	18.5
100 - 149	7876	46.0
150 - 199	2407	14.0
200 - 249	247	1.4
250 or more	313	1.8

Source: 1970 U.S. Census

OVERCROWDING

Persons Per Room		Mission		San Francisco	
		No. Units	Percent	No. Units	Percent
1.00 or less		17,281		274,386	
1.01 - 1.50)	Over-Crowded	1,715)	13.7	12,893)	7.0
1.51 or more)		1,030)		7,895)	

Source: 1970 U.S. Census

LAND USE

Use	Total Acres	Percent
Gross Area of Mission	1,246.94	
Net Land Area	826.12	100.0
Residential	338.18	40.9
Commerce	136.62	16.6
Industry	180.16	21.8
Utility	25.33	3.0
Institutional	26.75	3.3
Public	101.44	12.2
Private Recreation	1.96	0.2
Vacant	15.68	1.9

Source: San Francisco Land Use Tabulations for 1970
San Francisco Department of City Planning, 1973

CITY AND COUNTY OF SAN FRANCISCO

City Planning Commission

Walter S. Newman, President

Mrs. Charles B. Porter, Vice President

Mortimer Fleishhacker, Jr.

John Ritchie

Hector Rueda

Thomas J. Mellon, Chief Administrative Officer
Alternate: Thomas G. Miller

John D. Crowley, General Manager of Public Utilities
Alternate: James J. Finn

Department of City Planning

Dean L. Macris, Director of Planning

Edward I. Murphy, Assistant Director

R. Spencer Steele, Assistant Director - Implementation

George A. Williams, Assistant Director - Plans and Programs

Lynn E. Pio, Administrative Secretary

This report was prepared by Linda Ferbert under the direction of George A. Williams and Lucian Blazej. Graphics were prepared by Ruth Durbin, Jean Cody and Francis Lawsing. The cover was designed by Clarence Lee. Nancy Bang rendered clerical assistance.